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SUBJECT: NFAC Research Production Plan

Attached is a new version of the framework for the Research Production Plan developed as a result of your 13 Feb meeting. We would appreciate your comments on it prior to circulating it with a cover memo to the Offices and NIOs initiating the next phase of the process.



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Date 22 Feb 1980

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NFAC 1319-80

22 FEB 1980

Memorandum For: Office Directors, C/NIC, NIOs,
PMES, CRES, SRP

Subject: NFAC Research Production Plan

1. Attached to this memorandum is a new version of the framework for the Research Production Plan which was discussed with you by D/NFAC on 13 February. The framework has been substantially modified to take into account comments provided as a result of that meeting. Basically, the attempt to define cardinal issues has been pared back so that the breadth of research has been divided into 13 regional and functional categories much as in the previous production plan. But the central emphasis of the development of the framework remains the refinement of those categories into issue oriented themes to which NFAC research can be related. A number of proposed examples of such themes are included in the attachment. They are set forth only as examples of what will be needed. To a large extent they already reflect the views of the Offices and the NIOs but must be augmented and refined.

2. The development of these issues will be the responsibility of working groups developed for each general category. These groups will comprise representatives of each Office concerned with a given topic and the appropriate NIO. The individuals to be involved should be both substantively qualified and able to speak with authority on behalf of their Office. Of equal importance will be their ability to think broadly and imaginatively about the specific area of concern in the development of the issues.

3. Identifying the membership of these groups will be the responsibility of the Production Planning Working Group comprising the Deputy Directors of the Offices, the NIOs, [redacted] representing D/NFAC and [redacted] of PME Staff. A meeting of this group will be held February at in Room . Each Office representative and NIO should bring to the meeting a list of proposed candidates for the working groups. If an Office or NIO feels that more than one individual can make a substantial contribution to the exercise they are encouraged to offer several names. D/NFAC will review the lists and designate a chairman for each group.

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4. The task of these working groups will be important in several respects. The research themes they develop will determine the nature and thrust of the NFAC research effort for the coming year and perhaps beyond. Those themes must be sufficiently broad so that the bulk of NFAC's traditional research effort can be related to them but also imaginative and innovative so that they stimulate the development of more demanding and multidisciplinary work. The extent to which we can relate our research to these issues will reveal a great deal about the quality and commitment of our resources and perhaps point up the need of major concentrations of effort that we are not now making. It must be understood, however, that the issues are not intended to provide a framework for all possible research. We want to identify the most important intelligence research issues only. A number of NFAC research proposals may not relate in any way and these will have to be justified on some other basis. Conversely, NFAC may not be prepared for whatever reason to conduct research under every theme and indeed the list of themes under some given topic may only contain one or two items.

5. Once the list of research themes has been developed, D/NFAC will indicate those to which top priority is to be given.

Bruce C. Clarke, Jr.

INTELLIGENCE IN THE 1980s

The surprising events in late 1979, and the way the US and other countries reacted to them, pose an ineluctable challenge to the Intelligence Community. It is too early to tell whether these crises and their perception amount to a watershed in international affairs and in the world position and behavior of the United States. But they have certainly precipitated serious enough questions to require the Intelligence Community to face a vast array of new problems, and of old problems seen in a new way. The fact that there will be a newly elected President and, before long, a change of leadership in the Soviet Union only adds a further dimension to the task.

Iran's seizure of American hostages, Soviet intervention in Afghanistan and the responses to these events were critical in three distinct ways.

First, as discrete things, they impinged sharply on various US interests and shed a revealing light on its position in the world and on that of many other countries:

- US-Soviet relations
- Soviet military capabilities and will to deploy and commit these abroad
- US relations with states in the Middle East and Southwest Asia
- the cohesion of the Western Alliances
- the world oil problem
- nuclear proliferation
- arms control and the arms trade
- economic growth and stability, and international trade
- the Non-Aligned Movement, to name but a few

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Second, these events epitomize the character of emerging world politics, that is, of complex developments in a highly interdependent world that is fragile, disorderly, nasty and dangerous even if it also offers opportunities for, and needs constructive and cooperative effort.

Third, many Americans have experienced recent shocks in a way that has begun to disturb and perhaps transform previous perceptions of this world, and of their country's stake and role in it. Some of these preconceptions have proved illusory or simplistic.

The impact on the responsibilities of the Intelligence Community, although perhaps not clear as yet, is bound to be substantial and pervasive. Indeed, the first priority is to establish such clarity. The routine perpetuation of accustomed practices will not be enough. What is needed badly is an imaginative, self-imposed approach to defining research tasks about the welter of dynamic problems which the Intelligence Community must address.

The purpose of the Cardinal Issues is to begin the process of planning NFAC research for 1981. The next phase is the critical step of identifying research themes and subjects that look forward imaginatively toward serving the intelligence needs of policymakers.

To do so, we need to be unencumbered by barriers between researches that focus on particular countries and regions, on the one hand, and between research disciplines on the other. This does not mean that there should not be ample room for researches that are specific to regions or disciplines. Such researches are needed both because they address problems that are important per se or because they are necessary building blocks for tackling issues that interlink regions and disciplines. We need, however, a substantially larger proportion of researches that address inter-regional or global issues and issues that demand an interdisciplinary approach.

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Because many significant intelligence questions have crucial inter-regional or global dimensions (as they also have national and subnational ones), a number of such issues are represented on the following list of Cardinal Issues, and we expect regional working groups formulating research problems to do so in an inter-regional and global as well as a regional context.

CARDINAL ISSUES

Note:

a. The following classification is to some extent arbitrary, e.g., some issues under regional headings could have been put under inter-regional or global ones, or vice versa. The simple fact is that many interesting issues have global, inter-regional, regional, state and sub-state dimensions. In designing intelligence research, the critical question relates to where significant action is mainly located or likely to be located from the viewpoint of US interests. Thus, some global problems may be researched best within regional frameworks.

b. Despite suggestions to the contrary, we have refrained from deriving specific research questions from the broad issues. This fine tuning is the purpose of Stage II. Many specific suggestions we have received will be useful at that time.

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Regional and State Issues

1. The Soviet Union

- a. Understanding the Soviet adversary: Are we witnessing a fundamental change in Soviet international behavior?
- b. The East-West power balance: How will it evolve?
- c. How will domestic economic and political constraints impact on Soviet foreign policy and military programs?
- d. Moscow's problems of managing its imperial system, with special emphasis on Eastern European satellites and their difficulties.
- e. Soviet perceptions of opportunities to intervene abroad, with or without the use of surrogates?
- f. Evolving Soviet capabilities for projecting military force in the Third World.
- g. What are the prospects for arms control after Afghanistan?

2. The Western Alliance

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- b. Convergence and divergence of relevant national trends in the partnership.
- c. New views on inter-allied leadership and responsibility, including crisis management.
- d. Differing perceptions of detente.

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[Redacted]

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3. OECD: Prospects of Economic Conditions and Trade

a. Growth of protectionism in trade policy.

[Redacted]

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4. Middle East: Trends towards Stability and Instability

a. What is the capability of Moslem countries to coalesce effectively against Soviet threats and to accept US support for this purpose?

b. Arab-Israeli conflicts and settlement prospects.

c. Nuclear proliferation trends.

5. Far East

a. China's economic and military modernization.

b. Chinese political development.

c. Security prospects in the region.

d. How do economic constraints and military disunity affect political stability in South Korea?

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6. Africa

- a. What is the outlook for black-white relations in Southern Africa?
- b. Developments in the Horn in the light of new US strategic interests.

7. Latin America

- a. Sources of revolutionary upheavals in Central America and the Caribbean.
- b. Cuba's regional game plan: goals, tactics, capabilities and constraints.

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Inter-Regional Issues

- 8. How do we perceive the future of East-West relations in light of recent events?
- 9. The Indian Ocean area (many interlinked issues).
- 10. Evolving regional balances of military force outside Europe.

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Global Issues

11. Political

- a. Estimating political turmoil in the developing world: Can we find useful indicators for estimative analysis?

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- c. The NAM after Afghanistan (new perceptions of Soviet subversion and intervention in the Third World).
- d. How are Third World alliances shifting? What do these changes mean to the United States?
- e. What countries and nongovernmental groups are growing in strength and becoming a threat to their neighbors, existing governments, and key US interests?

12. Politico-Economic

- a. The economic, political and security impact of the evolving world oil problem. How will it affect international behavior?
- b. Present and future vulnerabilities of selected countries to economic sanctions and, vice versa, present and future capabilities of selected countries or coalitions for imposing economic sanctions.

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- c. The economic and political impact of world economic stagnation and inflation.
- d. Patterns and adaptation problems of evolving international trade and monetary affairs.

13. Politico-Military

- a. Nuclear proliferation--the impact of evolving technology.
- b. Arms trade.
- c. Arms control.

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- e. Where may the US be drawn into military conflicts on behalf of noncentral states in the next several years? How strong are the putative opponents?

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